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ABSTRACT

The number of service programs offered in the high schools is substantial and appears to be increasing. A survey questionnaire sent to four-year public and private high schools sought information on the development and progress of service programs. The responses to the questionnaire are analyzed and discussed in this monograph. Chapter 1 deals with the philosophy of service programs and the benefits for the young people involved in them. In chapter 2, descriptions are given of the diverse kinds of programs currently in operation in the 1,000 schools that responded to the questionnaire. The programs are varied: some offer academic credit and in some service is a graduation requirement; some emphasize careers while some emphasize altruism. How service progams can augment school curriculum is discussed in chapter 3. Case studies are presented in chapters 4 and 5 of schools with programs that are volunteer only, and schools that require participation in the program. Suggestions are made in chapter 6 on starting or improving a service program in a secondary school. The survey questionnaire showing a tabulation of responses for public high schools used in this study is appended. (JD)

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Student Service

THE NEW CARNEGIE UNIT

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A CARNEGIE FOUNDATION SPECIAL REPORT

Student Service

THE NEW CARNEGIE UNIT

CHARLES H. HARRISON

WITH A FOREWORD BY

ERNEST L. BOYER

THE CARNEGIE FOUNDATION FOR THE

ADVANCEMENT OF TEACHING

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FOREWORD

by Ernest L. Boyer

DURING OUR RECENT study of the American high school, I became convinced that we have not just a school problem but a youth problem in the nation. Teenagers in America grow up in the shadows of adult life. Clubs, squads, and teams compete for students' time outside of the classroom. And yet, the idea that America's young people are playing at life instead of living is fostered at almost every turn.

Time and time again, students complained that they felt isolated, unconnected to the larger world. We were struck during our study that teenagers can go through twelve years of formal education without becoming socially engaged, without spending time with older people who may be lonely, helping a child who has not learned to read, cleaning up the litter on the street, or even rendering some useful service to the school itself. And this life of detachment occurs at the very time students are deciding who they are and where they fit.

The staggeringly high rate of youth unemployment reveals an economy in which young people cannot find worthwhile work or focus their own aptitudes and interests on tasks in creative and productive ways. Usually, when jobs are made available, as in the fast food industry for example, teenagers engage in trivial pursuits. One student told our researchers, "Last summer I got a job working at McDonald's. It didn't pay too well, but at least I felt needed for a while." There's something unhealthy about a youth culture where feeling *needed* is pushing Big Macs at McDonald's.

More to the point, perhaps, is that the spirit of lethargy outside the school shapes powerfully the climate within the school itself. Students do not see formal education as having a consequential relationship to who they are, or even, in a fundamental way, what they might become. Like the rest of their world, the school is run by adults. Students neither feel a

responsibility to the institution where they spend many of their working hours nor see ways to contribute to the workings of the school.

To encourage young people to become more fully involved in the communities of which they are a part, we proposed in our report *High School* that every student complete a service requirement—a new "Carnegie unit" that would involve them in work in the community or at school. We believe such a service program would tap an enormous source of talent, let young people know that they are needed, and help students see a connection between what they learn and how they live.

Since our Foundation proposed the new Carnegie unit three years ago, we have been encouraged by the response. School districts from coast to coast have expressed interest in the idea, and new programs have been launched.

To learn more about the current movement, we asked Charles H. Harrison to explore student service programs in more depth, describe the many possibilities, and consider the barriers as well. Basing his report on survey responses as well as site visits, Mr. Harrison has produced this comprehensive report on service that admirably fulfills our expectations.

While the idea of service programs is not sweeping the country, Mr. Harrison does report a "strong and surging" trend toward youth service that appears to be rooted both in anxiety and aspiration. On the one hand we, as Americans, worry that our children are socially adrift; on the other, we are inspired by the notion of reaching out to others. One school official told Mr. Harrison that service programs help to alter the "me-me attitude" found among students in the schools. At the same time, a young participant reported that her own service experience taught her how to care *about* people and not just care *for* them.

Above all, our study seems to reinforce the view that a well implemented school service program can counter the notion that schooling is irrelevant. It also can challenge the too-widely held assumption that teenagers "have little to contribute and no one wants what they have." A service program says that response to human need is related not just to credentialism but, above all, to caring and compassion.

Service can, of course, be expressed in a great variety of ways. Mr. Harrison found schools where all students are expected to fulfill a service requirement in order to graduate; at others, they are simply given an oppor-

tunity to volunteer. Some give academic credit for service; others do not. There are service programs run by the students themselves; others are administered by teachers or school officials. Some tie service to classroom objectives; others consciously separate them. Mr. Harrison describes this diversity even-handedly, with clarity and candor.

We are encouraged by the variety of service experiences and strategies described in this report. After all, the idea that service and schooling can be partners is for most districts a new idea. At the same time, this program, if it is to contribute to a quality education, must be well planned, tightly administered, and carefully critiqued. Community service should not be viewed merely as a sentimental undertaking.

From our study of service in the schools, several principles are beginning to emerge that may be helpful to administrators as they consider this important step.

First, a service program begins with clearly stated educational objectives.
A service program is rooted in the conviction that schooling at its best concerns itself with the humane application of knowledge to life. Service is concerned with helping others, but, above all, it is concerned with improved learning. It is about helping students to discover the value of the curriculum, and to see that, in the end, formal learning must be considered useful not just economically but socially as well.

The point is this: Altruism can best be appreciated as an experience rather than an abstraction. Semantic quarrels about the meaning of *altruism* aside, service will be no less valuable to those who acquire it as a requirement than to those who volunteer for it.

In this report, Mr. Harrison describes several ways in which service has been related to the school curriculum, and we encourage such efforts because the integration of experience and study is a powerful reinforcement. Whether the combination should result in some specific allocation of academic credits, however, is not as important as whether all students have a service opportunity.

Second, a service program should be carefully introduced and creatively promoted.
From our survey it is clear that thoughtful people differ, not over the no-

tion of service, but whether it fits in the program of formal education. Further, there often are procedural barriers to be considered. To move too far too fast may lead only to confusion. A cautious beginning is not inappropriate. Several key teachers and student leaders might be brought together at first to consider the idea, define the goals, and shape a plan by which a service program can be experimentally introduced.

If a few selected projects are successfully completed, the students involved and those who have been helped might offer testimonials to other students and teachers, describing the program and providing both information and inspiration. Since we have testimonials in schools honoring those who are successful in athletics, is it unthinkable to have special convocations to honor those who have helped their fellow human beings?

Third, service activity should be directed not just to the community but also toward the school itself.

We were reminded time and time again that students see the school as belonging to adults. They are to follow rules imposed by principals and teachers, but there is no sense of ownership in the process. Further, high school students remain relatively passive from the beginning to the end of the experience. We urge that the notion of service focus more directly on the school itself, through tutoring of course, but also perhaps through other tasks so students begin to discover what it takes to make a school work and accept a more active and responsible role. Teaching is the most effective way to learn, and as students gain knowledge and experience, they should understand the obligation they have to pass on what they have learned to others.

Fourth, a service program should be something more than preparation for a career.

Students may supervise children in a playground without planning to be physical education teachers or coaches; they may stuff envelopes for a charity mailing without planning to work in an office; and the list goes on. Students who engage in such activities obviously perform useful functions and relieve professionals for duties requiring special training and experience. Students in such settings may derive profound satisfaction from their direct contacts with those who benefit from their help, and from

knowing they are participating in something worthwhile. These values are important in life whether one's service is ultimately related to a career or whether it is or not.

Fifth, students should not only go out to serve they also should be asked to write about their experience and, if possible, discuss with others the lessons they have learned.

There is ample testimony throughout Mr. Harrison's report that almost all service experiences cultivate such laudable personal traits as punctuality and reliability, the capacity to see a task through to completion, and the ability to get along well with others. Students, time and again, speak of personal fulfillment and discovering their own strengths and worth.

Service is not just giving out, it is also gaining insights. There will be joy and satisfaction, and pain and frustration, too. In any event, if students are to be educationally affected by service, they should be asked to comment on their experience and explore with a mentor and fellow students how the experience is related to what they have been studying in school.

In all of this, the goal is to help students consider the connection between what they learn and how they live. And the spirit of this program is captured best perhaps by Vachel Lindsey when he wrote,

> . . . It is the world's one crime its babes grow dull, . . .
> Not that they starve, but starve so dreamlessly,
> Not that they sow, but that they seldom reap,
> Not that they serve, but have no gods to serve
> Not that they die but that they die like sheep.

One final word. This report examines existing service programs in considerable detail and reviews in depth the major issues that will, we hope, extend the discussion about the role of service in secondary education in the United States. We congratulate Mr. Harrison's contribution to the growth and improvement of the service movement in American secondary education. It is, we believe, a movement whose time has come.

Ernest L. Boyer
President
The Carnegie Foundation
for the Advancement of Teaching

CHAPTER 1

About Giving and Receiving

AFTER TWO HIGH SCHOOL students had cleaned the snow off the sidewalk in front of her home, an elderly resident wrote them in a shaky hand, "I'm very grateful and wish I could do something for you."

She already had.

These students in Hudson, Ohio participate in one of the growing number of high school programs across the country that encourage teenagers to volunteer their time to help others. They quickly learn that it is immensely satisfying to serve.

A girl who helps retarded children said: "I like to see people gain from what I can do for them. I like myself better for helping them."

A boy whose high school would give him a little academic credit and a little scholarship money in return for his volunteer service in a nursing home, said: "It's too much work for the credit and the money, but I just enjoy it. It's one of the best things I've ever done."

A girl who didn't have much self assurance before becoming a community volunteer said: "I used to wonder what I could do, because I don't think of myself as pretty or popular. Now, I realize I have a lot to give. I used to say, 'Just let me lead my life,' but now I look around and see a world that needs me."

A boy who tutors immigrant children in English said: "I don't mind giving up my Saturdays because I'm learning, too. It's a very satisfying experience."

The number of service programs in the high schools of the nation is substantial and appears to be increasing. To prepare for this report, The Carnegie Foundation for the Advancement of Teaching sent questionnaires to more than 5,000 randomly selected principals of public and private high

schools throughout the country (Appendix A). More than 1,000 responded. While we had hoped for a larger response, we nevertheless learned a good deal about the growth of service programs. With this survey added to our site visits, which provide valuable detail, we are in a position to present an important description of the landscape.

More than two-thirds of those responding to our survey reported having a service program, adding credence to the view of one educator that service is a "strong and surging" trend in American secondary education.

The National Association of Independent Schools, in a recent survey of private high schools, reports "a growing emphasis on community service in the schools, along with the development of more formal service components in school curricula."

Some service programs are created to give students experience in a career field (health and education, for example). However, most of the programs reported in the Carnegie survey or visited by us for this study were primarily intended to provide students with an altruistic experience and genuine satisfaction of the kind the two snow-shovelling Ohio students felt knowing they had pleased and assisted someone else. Michael A. McDonnell, principal of Hudson High School in Ohio, summed it up well when he said: "My goal is not just to have volunteers, but to have students gain the self-worth that is earned without expectation of any material reward. The me–me–me attitude has cost this country over the last few years. I want to get kids off this self thing."

In Maryland, where state law requires schools at least to provide elective course credit for students who perform community service, emphasis on career orientation is specifically excluded, according to David W. Hornbeck, state superintendent. His is an "undisguised" attempt to give young people the opportunity to relish "the joy of reaching out to others."

The community service program that focuses on altruism accomplishes what no course in values probably could, Hornbeck said. In a very uncontroversial way—without textbooks, audiovisual presentations, or awkward teacher lectures—a community service program can teach students almost all of the accepted good values and behavioral traits. Students engaged in such service can learn and embrace the benefits that flow from helping others and reject self-gratification and self-indulgence.

McDonnell, at Hudson High School, said he has been amazed and

pleased that the behavior of some students identified as troublemakers changed after they participated in his school's student-run service program. Richard Zuraw, coordinator of the service project at Valley Regional High School in Deep River, Connecticut, triples as the school's social worker and chairman of the Special Education Department. He actively seeks "problem kids" and "borderline" special education students for the service program. A girl who had experienced mostly failure in school volunteered to tutor in an elementary school. "The first day she was in tears," Zuraw said, and ready to give up, but she persevered, with his encouragement. By the end of the semester, the girl had gained confidence in herself and her abilities. The change also was reflected in her academic work, Zuraw said.

Community service programs in large cities serve mostly students from low-income and minority families. "Our children are predominantly poor," said Barbara Whitaker, assistant superintendent of schools in Atlanta and an architect of that city's required community service program. "They need to see another way of life. Helping others takes them out of their own problems. You can't improve on the satisfaction you get from helping someone else."

A student at Atlanta's Fulton High School proved the wisdom of Whitaker's philosophy when she said that her volunteer service at Grady Hospital had taught her "how to care about people." It is noteworthy that this teenage girl said "care *about* people" rather than "care *for* people." As Whitaker suggested, it is perhaps easier for boys and girls concerned about personal survival in a hard environment to be indifferent to other people and their hurts.

A Los Angeles student who had been depressed about the poverty in her home got turned around and turned on by the community service project in her school. It helped her realize that her poverty was shared by others in the neighborhood, and that by being concerned about others, rather than just herself, something good might happen for everyone. "You're living in a community," she told herself. "If you don't do something, who will?"

One of the goals of the community service program in Atlanta is to teach students that "it's a give-and-take world, not just a take-take-take world," said Christine H. Barnes, who assists Barbara Whitaker in supervising the

program. Some educators and specialists in adolescent behavior argue that teenagers are primarily takers rather than givers. They further argue that the reason for this is that home, school, and society at large teach children at an early age that they have very little to contribute and no one wants what little they have.

"Youth are not merely resources to be tapped at some future date; they are resources capable of making significant contributions to the community right now," writes David L. Manning of the National Commission on Youth (December 1979 issue of the *NASSP Bulletin*, official publication of the National Association of Secondary School Principals). "If service-learning did nothing more than fulfill youth's need to be recognized as contributing citizens, its existence would be justified."

Most parents "do" for their children. Babies are dependent on parents to satisfy their needs and desires and, depending on the household, parents to some degree continue to give to their children without expecting much in return (except perhaps love, respect and an occasional "thank you"). In many homes today, children have no chores or special responsibilities. Even latchkey children—and especially them perhaps—go home after school and, in the absence of supervision or direction, perform no duty except to stay indoors and keep out of trouble. Diane Hedin, associate professor at the University of Minnesota, reports that she was recently involved in a service project sponsored by a nearby high school in which students painted the house of an elderly man who could not do it himself or afford to have it done. Some of the students said they were happy to pitch in, Hedin said, because their parents had nothing for them to do at home.

Considering, then, the way young people grow up, someone—and that usually means the school—must help the coming generation understand the importance of being givers as well as takers. Otherwise the behavior that follows the adolescent into adulthood may be that of a person who is unconnected and uncommitted—with no sense of owing something to the community, with no feeling of responsibility to help others who may be in need.

According to Hedin, who is one of a handful of researchers probing and sparking the fairly recent spurt of interest in community service, society tells teenagers they have no real place in the scheme of things, that their

only responsibility is to go to school and learn and grow up. When they have learned and grown up, which is supposed to occur miraculously at age 18, they can perhaps make some modest contribution as a citizen. The young people, therefore, view themselves as strictly consumers, Hedin said, not as contributors. Up to now, most of us were content to leave it that way.

But the service programs now popping up around the country are saying that this teenage world where preoccupation with self is not only tolerated by the adult society but actually encouraged is not okay, it is not normal. In fact, Hedin and her colleague James Kielsmeier say that students who are allowed to focus only inwardly are not being trained as good citizens of our representative democracy. And, of course, one of the primary charges we give to our public schools is that they prepare our young to take their place as responsible, productive citizens.

"We need some experiences early in life to recognize that giving is a part of the democratic compact," said Kielsmeier. "Our form of government depends on people being able to balance their concern for personal rights with a concern and responsibility for the rights and needs of others.

"Maybe this (community service) is what citizenship is all about," said Hedin, "acting in a decent way toward people who live where we live." Students usually learn about citizenship from textbooks, Hedin observed, and the instruction is often tedious; boring; and, worst of all, meaningless. On the other hand, she said, if students are encouraged to go out into the community, where democracy can perhaps be practiced most effectively, they can see firsthand how each citizen depends on each other citizen to make the community operate for the benefit of all.

Robert Randall, history teacher at Greenwich (Connecticut) High School, also believes teenagers need to see democracy close up in their community. He also believes that altruism must be learned by young people. Greenwich now requires students to take a semester course called Contemporary America that includes a community service component. The students' work in a variety of Greenwich agencies serves as a "bridge" between the academic world and the real world.

Barbara Whitaker, in Atlanta, may feel students from poor backgrounds need a push into community service, but Randall finds it is also true in an affluent community like Greenwich. "Kids are not altruistic," Randall

said. "They are work-oriented, very practical. They need money for college. We decided we had to impose altruism." Young people also may not know what help people need or where to go to make the right contacts in their community, contacts that will match their ability, time, and interest to people's needs.

If young people must be taught to be altruistic—or at least encouraged to express altruistic feelings—it is probably because they already have learned other lessons too well. "The only thing universal about adolescents is puberty," said Joan Lipsitz, former director of the Center for Early Adolescence at the University of North Carolina. "Most of what else they are, we (adult society) help make." Perhaps then, it is parents, educators, and business and industrial leaders who "help make" young people who seem preoccupied with planning, preparing, striving, and searching for a place in the world of work.

It should be noted, of course, that a student can provide a service and still sample a career field. A high school junior who tutors a struggling third-grader, for example, is certainly finding out what the teaching profession is like. For many students, however, the difference between altruistic service with its rewards, and career orientation with its benefits is very apparent and very instructive.

A senior at Banneker Academic High School in Washington, DC spent her freshman, sophomore and junior years serving as an aide in the pediatrics ward at Howard University Hospital where she learned two valuable lessons: (1) From a patient with leukemia who never complained or despaired she "learned a lot about not giving up hope," and (2) from still other patients she learned the deep satisfaction that comes from "helping people feel better." Now in her senior year, she volunteers time in a pet store, because it is the only available position that comes close to preparing her for a career as a marine biologist or herpetologist. She may learn a little about her chosen vocation, but she knows she probably will not learn at the pet store what her experience at Howard University Hospital taught. "At the pet store I'm only helping people decide what fish or snake to buy."

Some people wonder why, if community service can teach the values and produce the feelings experienced by the student at Banneker, many high schools have been reluctant to institute a program. Educators might have legitimate concerns about such a program, and we will discuss them later,

but many believe that public schools were fairly slow to embrace the idea of community service (a significant growth in programs has occurred only in the past year) because, historically, educators have been wary of out-of-school experiences they don't have a lesson plan for or don't strictly supervise.

Schools that now routinely approve students' service in a variety of community agencies, and may even give academic credit for such service, once paid little heed to students' volunteer work in such organizations as Kiwanis Key Clubs, 4-H Clubs, Boys and Girls Clubs, YM-YWCA, Boy and Girl Scouts, and Candy Stripers. Indeed, seven years ago, before many of today's community service projects in the schools were conceived, it took a private organization to recognize the voluntary contributions of young people.

The Congressional Award Program, which has considerable personal support from U.S. senators and representatives but is not supported financially by the federal government, bestows gold, silver, and bronze medals on young people aged 14 to 23 who have contributed from 100 to 400 hours of volunteer service. The program is not connected with schools, although young people who are part of a school service program might also be eligible for the Congressional Award Program. The varied nature of the service performed by recent medal winners is interesting. Here are a few examples: Served as a Helpline youth counselor, assisted in Special Olympics, volunteered in Big Sisters, delivered meals to senior citizens who are home-bound, served as a day camp instructor, organized neighborhood events for a church, interpreted for Greek-speaking people in a community, was a basketball coach for Kiwanis Club, and organized a health fair.

If public school systems have been slow to realize the value of altruistic service for their students, more and more of them, as we have reported, now see that community service can teach their students valuable lessons they probably would not get in the classroom and, perhaps, not even at home. Robert Randall at Greenwich High School in Connecticut was one of a number of program coordinators to point out that even limited community service is enough to change a student's outlook on life—or, in fact, to change his or her life.

In Randall's school, like most in the United States, many students come

from homes where one or both parents have been divorced—*at least* from their first spouse. Young people react to the trauma of parental divorce in a variety of ways; some become emotionally unstable, some become despondent, some look for a crutch that may take the form of drugs or alcohol, and some throw themselves with abandon into the school and after-school social whirl. Randall said a senior in the latter category, who was scheduled for community service in a nursing home at the start of the fall semester, balked at the prospect; but grudgingly accepted the assignment.

After spending just a few days working in the home, Randall said, the girl did a complete about-face. "She was very enthusiastic about the experience," he said. "Because of divorce in her family, she had not known grandparents. She had no sense of older people. [At the nursing home] she found out that older people needed her, and she needed them. [The experience] was a very important turning point for her."

The girl continued to volunteer at the nursing home long after completing her high school's course requirement, serving until she went off to college.

In 1983, the Carnegie Foundation conducted a major study of the American high school, the results of which were reported by Ernest L. Boyer in his book *High School* (Harper & Row, Publishers, New York, 1983). The book included recommendations intended to achieve "comprehensive school improvement." One of the recommendations was "that every high school student complete a service requirement, a new 'Carnegie unit,' involving volunteer work in the community or at school." The Foundation argued persuasively that high school young people "should be given opportunities to reach beyond themselves and feel more responsively engaged. They should be encouraged to participate in the communities of which they are a part."

Three years later, not every high school is providing such opportunities, but there is substantial movement in that direction, and most of the service opportunities allow students to glimpse how their hometown democracy flourishes best when citizens, including teenagers, join together to help accomplish those tasks that add to the quality of the community and ultimately enhance "life, liberty and the pursuit of happiness."

CHAPTER II

Many Programs, Many Patterns

SERVICE PROGRAMS are almost as varied as the communities where they are found. In some, service is a graduation requirement; in others, it is strictly voluntary. Some emphasize altruism; others emphasize careers (many are a mix). Some offer academic credit; others do not. Among those that offer credit, there is again wide variation. Students participate in some programs for four years, and in others it is only one year; in some, most students serve community agencies, in others students work in school offices and classrooms. If, as Samuel Johnson said, the joy of life is variety, community service among America's public high schools is in a high state of elation.

The Carnegie Foundation's survey of high school principals found that 80 percent of the service programs are voluntary, and 80 percent of the principals said their program was mostly altruistic in nature. As the concept of community service by high school students spreads, which nearly everyone agrees is inevitable and imminent, it is entirely possible that both of those percentages will change significantly. But if the change is significant, it is unlikely that it will occur noiselessly and painlessly, for there are strong advocates on all sides.

In at least two major cities, Atlanta and Detroit, some form of community service is now required, and school officials in Los Angeles are considering whether to make community service a requirement for high school graduation. To date, only in Maryland has there been a serious effort to make community service a requirement for graduation statewide. That proposal failed its first test, but it seems only a matter of time before the matter is raised again in Maryland and in other states as well.

In his message to the state Board of Education two years ago, Maryland State Superintendent David W. Hornbeck said: "I strongly believe that

each student should participate in a structured experience of community service as a prerequisite to graduation. Stringent academic graduation requirements that press students toward this potential excellence are crucial. But a successful and productive adulthood is more than academic or job-related prowess. It must also embody a sense of one's responsibility beyond one's self. The development of that sense of responsibility is as much the product of experience, learning, and practice as proving a theorem in geometry, unraveling the meaning of Chaucer or becoming a competent plumber or computer programmer."

Hornbeck offered four reasons why community service should be required, some embodying the philosophy stated in his preamble:

- The state "should make clear we believe helping to meet the needs of others is a fundamental component of being an effective adult."
- It has been demonstrated that students engaged in community service acquire a responsible attitude toward others, gain "feelings of self-esteem and personal adequacy," and usually have a better record of attendance and behavior than they otherwise would.
- Students learn important job skills. "Thus, while constituting a secondary objective of the service requirement, implementing elements of the work ethic could be taught effectively."
- Community service helps fill the human need for belonging. "It has been shown that contributing to society in a meaningful way leads to a feeling of belonging."

When his proposal was made public, Hornbeck said, people outside the educational establishment tended to support it and local educators tended to be opposed. He thinks his colleagues were against making community service a requirement for graduation primarily because they did not want to get involved with an additional requirement they had to implement and monitor.

Those who believe altruism must be learned by young people favor required participation in community service. They argue that the adult society that influences young people today often stresses material desires.

Without guidance, therefore, teenagers are no more likely to acquire an altruistic spirit or instinctively know how to best help their fellow citizens than they are, without competent instruction, to appreciate and understand United States history. United States history is a required course in virtually all public high schools in the country because state legislators, educators, and the public at large believe it is necessary to teach all American children about their nation's roots. If American history were an elective, many students surely would opt not to take it. They would, therefore, lack the background deemed vital and necessary for a successful and productive adult life in this country. To put it still another way, such students would be considered to be at a disadvantage when compared to fellow citizens who had knowledge of how the nation developed and how it is supposed to work.

When Greenwich High School in Connecticut required community service as part of its Contemporary America course, the rationale was that, through community service, students would learn firsthand that each citizen of our democracy must "assume individual responsibility for the quality of life within [his or her] community."

Unlike instruction in French, algebra, or English poetry, which may or may not profit all students, the Greenwich social studies faculty reasoned that learning how to help one's fellow citizen for the ultimate good of the total community was a lesson crucial to every young American. "The program might be better as an elective," said teacher Robert Randall, "but we would not get to everyone." The social studies faculty assumed the position, he explained, that students do not automatically know why the social health of the community depends on each citizen's contribution or how each citizen might best make his or her contribution.

The Atlanta Public Schools System made 75 hours of unpaid volunteer service a requirement for graduation effective with the class of 1988 (students who were freshmen in 1984–85). The principal reason for making community service mandatory for all students was the school officials' belief that it is important that every student understand "the responsibility of good citizens to help others." The requirement for community service, then, is really an extension of the traditional public school requirement that students be taught responsible and effective citizenship. The published rationale for the Atlanta program goes on to say that educators, in

effect, now recognize that "lessons in citizenship are learned in practical settings where students have opportunities for responsible, productive, supervised volunteer service. They gain firsthand experience in seeing their actions count. Students see how their community works. They learn how problems arise, what steps can realistically be taken toward solution, and their roles in solving these problems."

Students from low-income families are often accustomed to society doing something "to them or for them," said Atlanta Superintendent Alonzo A. Crim. The community service program, on the other hand, demonstrates to students that they also can be givers, can contribute to society, to others. "The public schools weren't formed just for intellectual development," he said. "Democracy is based greatly on volunteerism, and we need to provide actual experience in that," Crim said. The experience is so critical, he believes, all young people must have it. Since the public school system and the community have no reason to believe that all, or most, children would choose such an experience on their own, they must require it of them.

In September 1966, President Lyndon B. Johnson said: "I hope to see a day when some form of voluntary service to the community and the nation and the world is as common in America as going to school; when no man truly has lived who only served himself." Those who argue for required or compulsory community service claim that it is unlikely that any of us will live to see that day unless altruism is taught to *all* students and voluntary service is required of them.

Those who think community service should be encouraged but not be required of students would jump on that last sentence as illustrative of the point they are trying to make. How can "voluntary" service be made "compulsory"? Volunteerism and compulsion don't go together, they say. What is missing in the argument is the point that volunteerism refers to the fact that the services rendered are unpaid, not to circumstances that brought the student to the project in the first place.

Hudson High School in Ohio has a very successful student-run community service program for which students can receive academic credit, but in this case it is elective. "I don't want the program to be required," said its creator, Principal Michael A. McDonnell. "I don't want to require

a person to volunteer." Still, in the 1985–86 school year about one-fourth of the student population enrolled as community volunteers.

Other reasons for making community service optional rather than compulsory, some of which will be discussed in further detail later, are as follows:

- The students who volunteer are really serious about their commitment. Therefore, they can be expected to participate with greater enthusiasm and get the most out of the experience.
- Because there are fewer students involved and because of their greater commitment, a school's task of finding placements in the community for students and monitoring their service is much more manageable in terms of its personnel, time, and money.
- Some, perhaps many, students turn off on required courses and obligations just because they are required, even if they admit to themselves that the content of the course or the obligation is something worthwhile and important to their future. It could be counterproductive, then, to require everyone to perform community service, risk souring a number of students on the whole concept, and even preclude the possibility those same students will ever volunteer at a later date.

Aside from the question of whether to make community service required or optional, educators and legislators considering such a new program must ask what the nature of the service program will be and what the incentives for young people to participate are (whether the program is required or optional, although incentives obviously are more germane to an optional program).

On the strength of visits to eight school systems, several studies, and interviews with people knowledgeable about community service, it can be said that a program is designed primarily to foster either altruism or career orientation and that the two basic incentives, then, are (1) to help oneself by helping others and (2) to learn more about a career field. But there are other incentives:

- College admissions officers and personnel directors in business offices generally look with favor on applicants who have a record of community service.
- Young people who volunteer in a community organization or institution are more likely to be hired later as an employee of that organization or institution than persons "off the street" with otherwise equal qualifications.
- As volunteers, adolescents are able to learn important job skills (such as punctuality or proper dress) without feeling threatened by the loss of a paying job if they don't learn fast enough.
- When young people help the community without material compensation, adult society tends to regard them more favorably and to revise its sometimes unflattering stereotypes of teenagers in general.

As we have pointed out before, principals responding to the Carnegie survey reported overwhelmingly that their community service program is designed primarily to promote altruism. But it should be noted that in the majority of such programs at least some—perhaps many—of the students are placed in situations that do not necessarily advance altruism. Also, not all students are motivated, in spite of the circumstance, to be altruistic.

For example, some schools we visited had programs that were supposed to foster altruism, but a number of students served in such ways as these: helped in school office or library, stuffed envelopes for a community organization, performed odd jobs in a governmental agency office remote from the people served by that agency, or worked as a kind of junior custodian in an institution. Speaking of the required community service program in Detroit, Herbert Tabor, assistant superintendent for high schools, said: "The original intent was [altruistic] service. Work slid in the back door."

It is probably impossible—and it may not even be desirable—to create a program that is exclusively altruistic in intent and practice. For example, a student volunteers to work in a nursing home feeding residents at dinner time and playing games and conversing with them (which is exactly what

many very dedicated young people do across the country). At first, the teenager performs the service "just to be helpful" but, after a few months, the student may well decide to pursue a career related to the health and welfare of older persons. Is the program now emphasizing altruism or career orientation—or both?

At South Brunswick High School in New Jersey, which began a required community service program in 1973, the emphasis is on career orientation, but those in charge of the program and some of the students are quick to point out that other people are helped even as students are learning about a career. For example, two juniors whose interest is in computer technology and programming assist teachers in the elementary schools by instructing children in so-called computer literacy. "Kids can be engaged in community service and still perceive their work as career training (or vice versa)," said Carol Watchler, one of those supervising the South Brunswick program. When the program first started, students in all four high school grades were in the program, but now it is restricted mostly to juniors. When there were freshmen and sophomores in the program, Watchler said, they tended to be more altruistic, but the juniors, who are getting closer to college and the world of work, are more interested in career orientation.

If, as so many principals say, their community service programs emphasize the notion of helping others, it is possible they may have to shift the emphasis slightly, particularly if a program includes upperclassmen or if they wish to attract more students into programs that are not required for everyone. As a senior at South Brunswick High School said, "In any experience, the kids need to get something out of it." He was not talking about just the good feeling one gets from helping others without thought of material reward, although that still ultimately could be the greatest benefit of all. Herbert Tabor in Detroit admits that if jobs were not so scarce in that city, more students in the community service program would be in positions that could lead to paid employment.

Supervisors of city programs, in particular, point out that a major incentive for students, even where the program is required, is that a volunteer position might lead to a paid job. While that attitude may seem to be contrary to the altruistic spirit, it is hard to argue against. If a student contributes 100 or more volunteer hours serving patients in a hospital and gains

all the values attendant to helping others without tangible reward, what could possibly be wrong with that student taking a paid job if it were offered?

Forty-one students from the Atlanta schools volunteer in Grady Hospital, the very large (1,000 beds) public hospital serving city residents. The hospital gives the students a strong orientation and monitors their work carefully. "We've had a good response from kids and to kids [from doctors, nurses, patients]," said Claire Hertzler, assistant director for volunteer services. She said the hospital, when hiring employees, certainly would give first consideration to young people who had been exceptional volunteers.

A student at Valley Regional High School in Deep River, Connecticut works as a volunteer for the National Theater of the Deaf in nearby Chester. "I'm not interested in academic credit," she said. "I learned a great deal about people; it was a good experience for me." David Relyea, director of the theater, did pay the girl for two weeks during the summer when she sold tickets in the box office. Although he admits that this might have been a mistake—to mix volunteerism and paid employment—he thought at the time that "a thank you for volunteering was just not enough." Relyea knows the girl would be an excellent addition to his staff at some point, and the girl said she might be interested in paid employment after graduation from school or college.

"The public has found a lot of beautiful kids [through the service program]," said Walter Jenkins, principal of Northern High School in Detroit. He believes many young people do not have paid jobs because of a public perception that they are not employable—that they lack commitment, are untrustworthy, or lazy. The community service program has helped prove how wrong it is to stereotype young people in that way, Jenkins said. He tells students at his school that voluntary service is "an opportunity to sell yourself to the public." Jenkins' belief in his students and their subsequent belief in themselves has resulted in some students becoming paid for the work they began as volunteers. "The employers found the students were good workers," Jenkins said.

Another incentive for students (and also a good reason for a school to begin a service program) is that young people can learn good job skills and

attitudes as volunteers that will stand them in good stead when they accept paid employment. These skills and attitudes are:

Punctuality and reliability. Employers in recent years have complained loudly that many young people they hire have no sense of the importance of being at work when they are supposed to be. The community service programs we visited all stressed punctuality. The first two guidelines given students at Greenwich (Connecticut) High School are "be reliable" and "be prompt." Ann Loeb, director of volunteers at Putnam Hospital Center in Westchester County, New York, said she is very strict with student volunteers from the community service program at nearby Brewster High School. "We teach reliability and punctuality," she said. Students who don't learn don't last. Orientations provided by school coordinators and on-site supervisors also stress the student's need to notify an employer if he or she cannot come to work because of illness or other emergency.

Responsibility for task completion. Many student volunteers are given very important tasks to perform. For example, Ann Loeb, at Putnam Hospital Center, said she must be able to place complete trust in a student volunteer before asking him or her to transport a patient three floors away for an X-Ray or to pick up and deliver medicines from the hospital pharmacy. "A lot of people think teenagers can't be responsible for something," said a Los Angeles student involved in that city's Youth Community Service (YCS) program. "They don't think we can hold on to something, but we can."

John Howard, principal of Belmont High School in Los Angeles' highest crime area, testifies that young people are very responsible when they know a task, why it is important, and what their role is. When he became principal a few years ago, Howard said, Belmont was "a garbage dump." When students were asked to clean up the school, when it was demonstrated that a clean school was in their best interest, and when they were given responsibility for the task, Howard said, they delivered. The surrounding community was amazed and pleased with the school cleanup, Howard said. "Now we need to move out of the school and help the community." In the spring of 1985, South Brunswick (N.J.) High School surveyed persons who supervise student volunteers at the many institutions, organizations and businesses that participate in the school's Community Involvement

Personal Educational Development program (CIPED). One of the questions asked the sponsors was whether students had become more responsible. Sixty-two percent of them replied that the students had become much more responsible or very much more responsible. Another 33 percent said they had become somewhat more responsible.

Getting along with others. Workers—paid or volunteer—must be able to get along with fellow workers and with the people served by the organization, institution, or business that employs them. In the same South Brunswick survey, 66 percent of the respondents said student volunteers had developed much more or very much more skill in getting along with people. Another 32 percent said the students were "somewhat more" skilled. A student at Fulton High School in Atlanta who volunteers at Grady Hospital said, "I had to learn to put up with a lot of different kinds of people. While they were fussing, I had to keep smiling. I had [to make them realize] they had nothing to fear." A fellow student and fellow worker at Grady Hospital confessed she had had little patience with other people before becoming a volunteer. She often got into arguments with others because of her short fuse. At the hospital, she learned to be patient with others—even with her parents and friends.

Good grooming. Cecile Middleton, now an assistant to the superintendent in the Washington, D.C., public schools, started the community service program at the city's Banneker High School when she was the principal four years ago. She recalls that when the program began and students were placed, they began showing up dressed appropriately for their after-school jobs without being told. Those in charge of volunteers at hospitals, in particular, say they stress good grooming for student volunteers. For example, Grady Hospital in Atlanta gives its student volunteers a sheet titled "Big No's." They include: no chewing gum, no shorts, and no working without wearing volunteer uniforms. Job supervisors and program coordinators with whom we talked said that the vast majority of students have no trouble conforming to a dress code when they understand why it is required.

Parents and students also were surveyed in the spring of 1985 by the South Brunswick High School CIPED program, and some of their responses best sum up how community service programs help students de-

velop good job skills and attitudes. For example, one parent told school authorities: "Our child came home one day this year on her CIPED day and said, 'I learned today that as an adult, you and only you are responsible for any mistake you make.' You cannot ever learn this from books. . . ."

At this time, when most school service programs are still in the early stages of implementation, it is apparent that voluntary programs predominate, but that otherwise the programs vary greatly in scope and structure.

While many principals share with Michael A. McDonnell in Hudson, Ohio, the belief that making a service program compulsory may dampen students' altruistic spirit and sap the program's vitality, it also is probably true, as Maryland State Superintendent David W. Hornbeck suggests, than an even greater number of principals elect a voluntary program over a required one because it means less work and worry for all concerned.

Requiring students to work as volunteers in a school or community may be the wave of the future primarily on the solid ground identified by Hornbeck, that our public schools "should make clear we believe helping to meet the needs of others is a fundamental component of being an effective adult." According to most definitions of the purpose of education, preparing young people to be effective adults is the schools' ultimate goal. The Carnegie Foundation for the Advancement of Teaching came to that conclusion in *High School* and, therefore, recommended a service requirement for every student.

Also in *High School*, the Carnegie Foundation concluded that students should be given responsibility for organizing and monitoring student service activities. Consequently, while some diversity among the nation's service programs is to be expected and even encouraged, the student-run program at Hudson High School could serve as an exemplary model for virtually all other programs, even those operated in large city districts.

CHAPTER III

Curriculum Connections

MICHAEL A. MCDONNELL, principal of Hudson High School in Ohio, does not want his school's community service program tied to the curriculum because he is concerned that such a connection might dilute the focus on altruism. Fred M. Newmann, of the Center for Education Research at the University of Wisconsin, reports that many community service programs in the country remain unlinked to school curricula for this very reason. School principals see community service as related to "personal development," Newmann says, and they either don't see a connection or don't want a connection to "cognitive development."

In the spring of 1984, Newmann surveyed officials at selected public and private high schools and discovered a decline in the already small number of community service programs with ties to the formal school curriculum. Newmann compared his data with those obtained from a survey done in 1979 by the National Center for Service Learning (NCSL). In its survey, the NCSL defined curriculum-related programs as those whose activities were integrated into existing academic courses or those designed as special courses. In his 1984 survey, Newmann was more generous, defining a curriculum-related program as "any of the programs in our sample for which academic credit is offered." (We found that a community service program, such as the one at Hudson High School, can offer some form of academic credit—in the case of Hudson, one-quarter "academic service credit" for each 30 hours of volunteer service—and still not have any direct relationship to the curriculum.) In any event, using the more generous standard, Newmann still found "a decline in the percent of all schools offering [a] curriculum related program (14 percent to 9 percent). Student enrollment in curriculum-related programs has also declined from the 1979 estimate

of 336,000. According to the 1984 survey, curriculum-related programs enroll from 252,000 to 321,000 students. . . ."

Of the nine school systems we visited, only one, Greenwich, Connecticut, made a direct connection between community service and a formal aspect of the curriculum. At Greenwich, students' community service is a sort of internship designed to bridge the gap between classroom discussion and formal learning in a course for juniors and seniors called *Contemporary America*. Students who are enrolled are required to spend five hours in community service (although many spend considerably more time on their own volition). The course is not new, but the community service component is (required for the first time in the 1985–86 school year).

The Contemporary America course was created, according to teacher Robert Randall, because most courses in U.S. history rarely get beyond World War II. It focuses on current "issues, problems and challenges facing American society from 1945 to the present." The faculty concluded—and the idea for the community service component came from them—that students would better understand the issues, problems and challenges if they saw some of them firsthand, even if it was for only a little while.

The volunteer work of the students *may* be the subject for discussion in class, where their experiences can relate to what they have learned about the same issues from a more general perspective. Also, each student is required to write a summary report that describes how the service he or she performed assisted the community, which is democracy in microcosm. It is hoped that students may encounter issues of modern society in such settings as: the city's Department of Social Services, the Greenwich Adult Day Care, Nathaniel Witherell Nursing Home, local churches, and the Salvation Army.

The community service component is still in an experimental phase, and Randall is the first to admit that the five-hour commitment may be insufficient to enable a student to learn much about an agency or institution and how its functions deal with the many needs of the community. Because of the short-term commitment, Randall said, most agencies and institutions are reluctant to give the student volunteers important duties to perform. They often are assigned menial tasks. The pastor of one of the local churches, when verifying a student's work, reported that the boy "has

done many set up and clean up projects for us in addition to Christmas caroling to our church's shut-ins with our youth groups."

Atlanta has given its required community service course a title and a number: Duties to the Community, Course No. 959050. However, the program is not closely connected to school faculties and the existing curriculum. The course was not conceived by the social studies or English faculties, but by the Planning and Expanded Services Division of the school system. At the school level, the program is coordinated by a liaison person and advisor, not by one of the academic departments. In the written description of the course, no mention is made of social studies teachers attempting to integrate in any fashion the students' volunteer experience in the community with what they are studying in the classroom.

The sole link between the community service program and school faculties and curricula is a requirement that students write a 500-word essay at the conclusion of 75 hours of service and that the essay be graded holistically (on a scale of 0 to 4) by members of the English faculty. After the English teachers grade the essays, they are returned to the students' advisor. While a student must write an essay in order to get academic credit for the course, no passing or satisfactory score has been established.

In Los Angeles, the connection between community service and the established curriculum is different from that at both Greenwich and Atlanta, but still somewhat tenuous. While it is operated essentially as an extracurricular activity after school and has no formal ties with social studies or other faculties, it does seem to fulfill the basic goal of social studies, according to Todd Clark, education director of the Constitutional Rights Foundation, an organization that conceived the program and supervises it in conjunction with the Los Angeles Unified School District.

The National Council for the Social Studies (NCSS), in identifying the "Essentials of the Social Studies" begins by stating: "Citizen participation in public life is essential to the health of our democratic system. Effective social studies programs help prepare young people who can identify, understand and work to solve the problems that face our increasingly diverse nation and interdependent world." In Los Angeles, Clark says simply, "We've tried to implement the NCSS goal." There is no direct tie, though, to the social studies departments of the 20 high schools in the program.

An attempt is now being made to connect the program with the English

faculties. The Youth Community Service program (YCS) has been designed primarily by the Constitutional Rights Foundation. It expects students to volunteer to undertake a community service project as a group or club, as opposed to the individual initiatives characteristic of most other programs. As part of their projects, students may be asked to keep journals, develop proposals, speak to groups such as the PTA, and conduct community needs assessments. These tasks obviously require certain communications skills. In the winter and spring of 1986, the Constitutional Rights Foundation tested skill units based on the service program that English teachers *might* incorporate. English teachers also are encouraged to give students credit for skill-related activities they perform through the Youth Community Service program. For example, a letter written by a student to a community organization as part of the work in the YCS might be counted as a writing assignment made by an English teacher. Students, therefore, may earn credit toward completion of assigned work in an English course, but not academic credits toward graduation requirements.

As already noted, awarding credit for volunteer community service is as varied as the programs themselves. At Valley Regional High School in Deep River, Connecticut community service has no connection to the curriculum or academic faculties; yet, a student can earn up to two academic credits for volunteer work performed over four years. According to the community service program guidelines, "Credit will be awarded on a pass/fail basis, and will not count towards any academic requirements. Instead, this credit will be counted as 'elective course' work." A student may earn one-quarter credit for 70 hours of volunteer work and one credit for 280 hours. The credit is awarded, or approved, by the program coordinator.

In the Carnegie survey, 46 percent of the public school principals responding said their program offered academic credit. Of those, 83 percent said their school gave less than five credits per year for community service. The 1984 survey by the Wisconsin Center for Education Research found that 38 percent of the schools responding gave academic credit, and that private high schools are more likely than public high schools to offer credit. "Predictably," the Wisconsin center reported, "elective course programs offer academic credit most frequently. Among various subject areas, academic credit is most frequently offered in trade, industrial arts, career and business education, and social studies." Presumably, schools offering

credit in the nonacademic areas are most likely to have programs that are more career-oriented than altruistic in nature.

Fred Newmann, at the Wisconsin Center for Education Research, said there are essentially two reasons for awarding some kind of academic credit: to reward students for their work and satisfy the faculty, or to demonstrate to faculty the credibility of the program. The question remains, however, as to whether academic credit should be awarded when faculties have had little or no say in the design of the program, when faculties do little or nothing to connect the community experience with classroom instruction, and when students take part in few, if any, generally recognized academic activities (such as reporting in writing or orally).

Newmann, however, does not favor making a community service program a course by itself. "You can't take community service and reduce it to a course outline," he said. Rather, he firmly believes that there are many opportunities to link community service with the English and social studies curricula. He says further that a case can be made for relating the practical experience of the community service activity with particularly powerful cognitive development. Such a connection could be made, Newmann explains, by having academic faculties relate students' experience in the community with such functions as critical thinking, moral reasoning, making logical choices, and solving dilemmas and conflicts.

One excellent way to relate students' community service experience to classroom instruction is through a seminar, Newmann said. Of course, he adds, teachers have to remember that, in a seminar, students must be active participants. Through the seminar, most likely conducted within a social studies department, teachers could help students learn more about the role of an institution in the life of the community. In the seminar, Newmann said, students working in homes for the aged, for example, could be helped to place their experience in a larger context: the rapid increase in the number of persons in this country over age 65, the demands placed upon medical and long-term care facilities, questions about the retirement age and the effect answers to such question may have on younger workers trying to move up, the tensions in the Social Security System, relationships between the eldest and youngest generations, and so on.

Donald J. Eberly, executive director of the National Service Secretariat, argues that most school programs simply fail to exploit the obvious edu-

cational potential in community service. In addition to the kind of seminar Newmann proposes for the social studies department, Eberly said a connection can be made between community service and the English, mathematics, and science departments. For example, he said, many high school students serve as tutors for younger students where they may be able to utilize and impart English and mathematical skills learned in the upper grades. A student volunteer in a museum could certainly relate his experience to knowledge gained through the physical sciences, Eberly said.

In a report to the National Institute of Education in December 1983, Newmann and fellow researcher Robert A. Rutter presented the following statement, essentially four rationales for community service programs:

> The personal psychological development rationale claims that service aids the transition from the dependency of childhood to the status of an independent adult, able to care for others, to make decisions on one's own, and to feel a sense of competence functioning in the adult world. The intellectual development rationale emphasizes ways in which community experiences promote the growth of reasoning skills, abstract and hypothetical thought, and the ability to organize diverse sources of information into a constructive problem solving process. The social development rationale portrays community service as a vehicle for developing a reflective sense of responsibility to the society at large, empathy for the conditions of others, bonding to and participation in social institutions. Finally, the social obligation rationale stresses the duty of all persons to contribute, not simply to take from their communities—an obligation to help others in need, regardless of possible developmental benefits this may bring to the volunteers.

Newmann and Rutter primarily studied the significance of the social development rationale. In a real way, Newmann and Rutter stated, this rationale is contrary to the basic rationale for education itself. They described the overarching rationale for education as "individual aggrandizement and personal fulfillment." Referring to this accepted purpose of education, the researchers said: "We see this ideology as leading to cultural degradation and global suicide, because it neglects human needs for communal (as opposed to individual) fulfillment, it minimizes the significance of interde-

pendence in the larger human community, and it abdicates collective moral responsibilities required for the survival and integrity of human life."

The research, which compared responses from students involved in community service programs in eight schools with a similar number of students not participating in community service, concluded that community service programs "seem to increase students' sense of nonschool social responsibility and their sense of personal competence in a modest way . . . but they fail to bring special benefits [or] sense of school responsibility, political efficacy, future affiliation and future political participation."

Newmann and Rutter commented upon two particularly positive outcomes. One was the finding that students in service programs tend to develop a greater sense of personal competence. They showed a greater ability in such tasks as "communicating effectively to groups, starting conversations with strangers, persuading adults to take their views seriously, making plans, and organizing group activity."

The second finding was that the benefits of community service differed from those derived from schoolwork to the degree that students working in the community understand the purpose of their work is "to meet some real human need or to fulfill a concrete function . . . with a clear goal more important than the education of the student volunteer." For this reason and others, the researchers stated, community service could be considered worthwhile and important. In contrast to schoolwork in which students toil alone in their studies to improve their individual minds, work at the field sites facilitates students' connections with the larger human community. Community service work offers students the critical benefit of engagement in work they consider meaningful."

If, as we said in the previous chapter, service programs help the schools prepare young people to be effective adults, then they are naturally linked to the schools' curriculum whether or not the linkage is formalized or even recognized by school board policies, curriculum guides and lesson plans.

However, Fred Newmann makes a good case for some more structured and visible connection between service programs and classroom instruction. At the very least, as Newmann suggests, students' service experience in community or school should be the subject of reflection and analysis in the social studies classroom. Such discussions might logically begin with

the teachers calling students' attention to how their volunteer service is, in the words of the National Council for the National Council for the Social Studies, "essential to the health of our democratic system."

Some schools' requirement that students write about their service experience seems reasonable, but we doubt that the essays will be very thoughtful or even adequate (and most of those we did see were not) unless English teachers, through the same kind of classroom discussion or seminar that might be conducted by social studies teachers, assist young people to examine their experience critically and insightfully and see its relationship to other students' experience and to the altruistic spirit that undergirds the program and American life.

Ties to the curriculum such as those we have discussed also might help justify to school faculty and the public alike the awarding of academic credit for service activities.

CHAPTER IV

Case Studies: Volunteering to be Volunteers

THE RESPONSE to The Carnegie Foundation's survey showed that 80 percent of the community service programs in public high schools are strictly voluntary; the study by the Wisconsin Center for Education Research found that approximately 96 percent of the public high school programs were voluntary (not tied to course, promotion or graduation requirements).

We visited voluntary programs in four school districts: Los Angeles Unified School District; Hudson High School, Hudson, Ohio; Valley Regional High School, Deep River, Connecticut; and Brewster High School, Brewster, New York. Each of the programs will be analyzed and compared to the others under these headings: *Organization, Recruitment, Orientation, Placement, Supervision, Credits awarded, and Problems.*

Organization. In Chapter II, we talked of the diversity in programs, and this is apparent just among these four systems. In Los Angeles, students are organized into clubs and undertake group service projects. The Student Volunteer Program at Hudson High School is student-run, and students staff a program office throughout the school day to take calls from institutions, agencies, and even individuals who need student volunteers. At Valley Regional and Brewster, the program is not as precisely structured as it is in Los Angeles and Hudson. In all four programs, students can join at any time during the school year, although most are recruited in the fall.

During the 1985–86 school year, twenty high schools were involved in the Los Angeles Youth Community Service program (YCS), which was conceived by the private Constitutional Rights Foundation located in the city. Sophomores, juniors, and seniors are eligible to join, and they sign up

for their school's YCS program as they would any other extracurricular activity. Each school's "club" looks to a teacher sponsor for general supervision and to two community mentors, persons chosen usually from some organization, business or agency, for assistance in devising and carrying out projects. The YCS clubs generally meet once or twice a week after school.

The Hudson High School Student Volunteer Program was the brainchild of the school's principal and began in the fall of 1983 as an organization governed by students (a parent volunteer advisor and the principal also are on the board of directors). Students in all four grades of the high school are eligible to be in the program. With a small grant, the board of education bought furniture for an office set aside for the program in the school (a computer programmed with information about student volunteers was added in the fall of 1985). Students staff the office throughout the school day and take calls on the phone assigned exclusively to the program from groups and residents in the community and from elementary schools that are in need of assistance. The student staff then contacts volunteers who have previously indicated their preference for certain kinds of assignments. A student may accept or reject any assignment. Students keep their own records and print some of the forms they use to collect information on volunteers and to keep track of incoming calls and assignments.

The programs at Valley Regional and Brewster probably are more typical of how high schools around the country organize such programs. All students in grades 9 through 12 are eligible to be a community service volunteer, and they make their interest known by contacting the program adviser (in each case a staff member who has other duties as well). There is no special organizational structure as there is in Los Angeles and Hudson.

Recruitment. The February 1985 survey by the Wisconsin Center for Education Research showed that females accounted for 60 percent of the membership in voluntary service programs. This was certainly borne out at the four systems visited. When students and their advisors were questioned about this, they said the principal reason is that some boys do not consider it masculine to serve in day care centers, nursing homes, hospitals, and even lower elementary grades. A girl at Grant High School in Los

Angeles said boys are still conditioned not to show much emotion, and, she added, many of the situations in which student volunteers find themselves call for great sensitivity. While a number of boys generally confirmed this observation, they also pointed out that boys are more likely to have paid work after school or be involved in scholastic sports. (However, a senior *girl* at Hudson High School volunteered five hours or more a week as a tutor of children in a special education class, worked 30 hours a week at a local fast food restaurant, and practiced roller skating in defense of her title as National Intermediate Ladies Figure Skating champion.)

Students generally are recruited for programs through homeroom presentations by "veteran" volunteers and at special meetings. Posters and fliers also are sometimes used. As with many school-sponsored activities, students often sign up because a friend did first. At a meeting of volunteers at Grant High School in Los Angeles, we sat with a group of four girls, three of whom joined the school's program because of the involvement of the fourth girl.

Students in special education classes are welcome in the programs although their assignments may be more limited than those of other students. Where schools have a requirement that students must maintain a certain grade point average in order to be involved in extracurricular activities, that requirement usually applies to the service program, too. Sometimes a community agency also may have restrictions. Ann Loeb, director of volunteers at the Putnam Hospital Center in Westchester County, NY, said she will not take students from Brewster High School (or other schools) who are failing in their courses. "They have too much responsibility at the hospital," she said. "Kids who are having academic difficulty need too much direction."

Orientation. All of the programs have some form of orientation, but the most formal undertaking is in Los Angeles. The Constitutional Rights Foundation (CRF), which conceived the Youth Community Service program for the Los Angeles Unified School District (the district will take it over completely in two years), previously had initiated another program called Youth Leadership for Action. The idea was to train young people for leadership roles in school and beyond. "We always wanted to train young people to do their own projects," said Todd Clark, education director of the

CRF. The program especially tried to tap teenagers who had potential leadership abilities but who, for reasons of plain looks, low-level popularity, and the like were not elected to student government or made officers of classes or clubs. "We wanted to develop the potential of kids in the middle," Todd said. Part of the Youth Leadership for Action program was a three-day retreat where students talked with leaders from the community and took part in a variety of role-playing and simulation sessions designed to teach leadership skills. The Youth Community Service program (YCS) has borrowed from the earlier program, although the retreat now lasts two days (scheduled in early December.) As it now works in the YCS, each fall ten to twelve sophomores are selected from each high school's YCS "club" to participate in the leadership retreat. The hope is that these young people will become the ones to help give their club direction, inspiration, and vitality, not only for the remainder of their sophomore year, but also in their junior and senior years as well.

One of the emphases at the retreat is to acquaint students with what their community is all about. "Typically, they don't have much sense of community," said Cathy Berger Kaye, project director for the CRF. One of the retreat exercises is called Discovering Community. In small discussion groups, students consider such situations as these:

- A friend is riding a bike near the school on the weekend and is hit by a passing car. What community-related groups assist or get involved in any way?
- Community pressure is mounting to close a popular neighborhood hangout. Local residents are complaining about noise late at night, crowded sidewalks, and the lack of available parking spaces. What community groups assist or get involved in any way?

Outside of the police and perhaps one or two other well-known community organizations or institutions, most students have no knowledge of the myriad of public and private groups that provide information, financial assistance, counseling, crisis intervention, and so on. The program directors take the position that students' time and energy will be better spent in the community if they know in advance what makes the community tick.

Ninety-one students from ten high schools attended the 1984 retreat. When asked to rate leadership skill activities on a scale from "not valuable" to "very valuable," seventy-five students rated the skills instruction very valuable and fifteen found it valuable. Some of the students' comments were: "It helped me learn where I need to improve." "I think it brought us—the kids from Los Angeles—together and prepared us for one ideal and new ideas." "I now know what leadership means besides what is said in the dictionary." "I learned it isn't easy being a leader, that you have to work hard for it." "If you want to be a good leader, you must always follow the rules." "I found that I wasn't so quiet on the second day after the discussions."

An extreme example of the impact of the retreat is a boy from the Watts section of Los Angeles who attended the 1984 retreat. According to Cathy Berger Kaye, when the boy first sat down with his discussion group, he actually turned his chair around so that he faced away from his peers and the group leader. After the retreat, Kaye said, the boy volunteered to talk to his school's PTA about the values of the program.

The other programs (lacking perhaps an organization like the CRF and also the grant money that helps pay for activities such as the leadership retreat) do have meetings where students are informed about the nature of the program (with special weight placed upon the altruistic bent), requirements of the program, roles and responsibilities of volunteers, and a description of the kinds of community organizations and school situations where students might serve.

The programs provide students with handbooks that include most of the information they need to know about the service program. The handbook typically begins with a statement of purpose. In Brewster, the purpose is stated as follows: "To provide the means by which students may volunteer their skills, time and services for the betterment of their school and community."

Placement. Again, placement experience in each of these four programs is quite different. As previously mentioned, the Los Angeles YCS clubs are designed to work as groups on community projects. In the other programs, students volunteer and work as individuals, although more than one person may be assigned to, or placed in a particular situation. The YCS club at

Los Angeles High School was only recently formed, but members talk about such group projects as helping members of youth gangs to go straight (and perhaps even to join the YCS program) and working with a community organization to act as big brothers and sisters to runaways who steadily drift into the city. The YCS clubs usually draft a proposal for a project in consultation with their teacher sponsor and community mentors.

Hudson High School volunteers, when they sign up for the service program, fill out a form that indicates the kinds of assignments they would accept. The possibilities include office work at the high school, tutoring in the elementary schools, feeding and visiting residents of a nursing home, shoveling snow and raking leaves for senior citizens or handicapped persons, and other activities. If a student has indicated an interest in being a tutor, for example, he or she may be contacted when the program office receives a request for a tutor. If an older resident calls the program office and says she needs a ride to the grocery store, the student staff person on duty knows which volunteers to contact for that service.

As at Hudson High School, the student volunteers at Brewster and Valley Regional High Schools decide where they will serve. Students are not placed in a situation where they would be uncomfortable, although advisors may encourage them to try something they might otherwise not choose. For example, an advisor might suggest to a male volunteer that he consider working at a child day care center (and possibly overcome the reluctance he has to serve in a situation his peers consider unmasculine). Also, an advisor who knows that a particular student has a genuine empathy for elderly persons might suggest that the student work at a nursing home or senior day care center.

Occasionally, students ask to transfer from one assignment to another because the work is not interesting, or they do not get along with fellow workers, or the environment is too depressing, or for some other reason. Advisors do not require students in such situations to stick it out when it is obvious that continued service will be counterproductive. Also occasionally, site supervisors will ask the school program advisor to transfer a student volunteer for any one of several reasons (the primary reason being the volunteer's unreliability).

Usually, students make their own arrangements with a community

group or school that has been listed by the volunteer service program. The list may be compiled largely by the program advisor, one of whose duties is to make contacts with community organizations and other schools to inform them of the program and to ask whether they could profit from the use of student volunteers. However, programs ordinarily will accept a student who is already working as a volunteer in a worthwhile institution or agency when he or she joins the program, even if that situation is not on the list compiled by the advisor.

Supervision. The school's program advisor supervises the overall program and someone on location supervises the work of individual students. The duties of Richard Zuraw, coordinator of the Valley Regional High School program, are typical. He is responsible for making contacts with local organizations and elementary schools. He also sets up and supervises the recruitment effort at the beginning of the school year. Other duties include having proper forms filled out and signed, providing orientation (he also counsels student volunteers and tries to match their interests and desires with available tasks), approving credit when work is completed, overseeing the evaluation of student volunteers and the program itself, and reporting to the High School principal and/or the superintendent and school board.

The scope of Zuraw's work (he is a part-time coordinator and has no assistants) is partially indicated by his report to the school board for 1984–85, the first year of the program. Here are excerpts:

- "A total of 34 students signed up for the program. Four students left their placement because of concern regarding the number of hours needed for credit; three students were counseled out of the program after several attempts at placement, and one student chose to leave because of personal family matters.
- "A total of 14 volunteer placements were developed during the course of the year. All students who entered the program were placed in their first choice placement.
- "A questionnaire was sent out in March to parents, supervisors, and students. From the responses received, 100 percent thought the program had been successful and should continue.

- "Many students expressed concern about the amount of time needed to acquire credit. After exploring other similar programs, the coordinator found the VRHS requires the most number of hours. A meeting of the Advisory Committee was held in March. As a result, the number of hours needed for one-half credit was reduced from 140 to 100 and the hours for a full credit were reduced from 280 to 200."

For the most part, supervision of the students' work is up to the person employed by the community agency or school system who assigns tasks to a student and to whom the student is responsible on site. The school's program advisor, of course, may (and usually does) check with the various work supervisors from time to time, and work supervisors may contact the school advisor to discuss changes in assignments or problems concerning a volunteer. We visited an elementary school classroom in Hudson with the volunteer program advisor. The teacher had accepted several student volunteers in the past and generally had high praise for their work, but she complained that a current aide was not very dependable. The program advisor said she would speak with the student the next day.

The work supervisors' formal reporting to the program advisor is usually quite brief. At Valley Regional High School, for example, work supervisors complete a one-page (one side) form each month for each volunteer. The Monthly Monitoring Sheet (see Exhibit 1) asks supervisors to report whether the student fulfilled assigned responsibilities and demonstrated good attendance. Supervisors also are asked whether they wish to speak with the school advisor about the student. The sheet includes a section for comments. Finally, the supervisor is asked to report the total number of hours the student worked that month.

Student supervisors involved in the Brewster High School program (who are called mentors) also file a monthly report, but it primarily logs hours worked. The form has only a small section for comments.

Hudson High School asks persons for whom its volunteers work to evaluate a student's work under four categories: task description, student's ability, attendance, and mannerisms. The one-page form also has space for comments. Even elderly and infirm residents who have student volunteers shovel snow, rake leaves, or provide transportation into town are asked to fill out the form.

EXHIBIT 1

Valley Regional High School
Chester -- Deep River -- Essex
Kelsey Hill Road, Deep River, Connecticut 06417
203 - 526-5328

Monthly Monitoring Sheet

Student Name: _____ Job Site: _____

Supervisor: _____ Month: _____

	Yes	No
1. Has this student accepted and fulfilled his/her responsibilities this month?	( )	( )
2. Has the student demonstrated good attendance?	( )	( )
3. Do you wish to speak to the Coordinator about this student's performance?	( )	( )

4. Please feel free to comment further on this student's performance. Be sure to list any strengths, weaknesses, concerns, etc. _____

_____

_____

_____

_____

_____

_____

Total number of hours volunteered this month ____

_____
(Supervisor's Signature)

Credits. Three of the four programs offer academic credit. In the fourth, the YCS program in Los Angeles, students may receive credit from an individual teacher who accepts a paper or report produced through YCS as a classroom assignment.

Student volunteers at Brewster High School may earn one-half credit for 60 hours of satisfactory service (determined by the work supervisor and the advisor) and one credit for 120 hours. A student can earn up to four credits in four years. The only other requirement for the credit is that the students keep a log in which their volunteer experiences are reported. The log is turned in monthly to the program advisor. Since the Student Volunteer Service Program is considered an elective activity, students receive a grade of pass or fail.

Only two credits can be earned by students in the Valley Regional High School program, and they are considered credit toward "elective course work." As at Brewster, students are graded on a pass/fail basis.

Hudson High School awards only one-quarter "academic service credit" per year, and this is earned after the student has completed 30 hours or more of service. Students receive no grade and are not required to turn in any report or essay to the program advisor or teachers.

Only at Brewster High School does the awarding of credit seem to be a motivating factor. Seventy percent of the student volunteers in 1984–85 received credit. At both Hudson High School and Valley Regional High School, students and advisors alike said that the possibility of receiving credit for work performed was not an important reason for joining the program. A student at Valley Regional was quite emphatic about her lack of concern for credits. "I am not interested in credit; I am interested in the National Theater of the Deaf (where she worked)."

Problems. Volunteer work in the community is almost always performed after school, and this precludes students from serving in some agencies. It also may pose transportation problems. It should be noted, however, that in most cases students can fulfill the requirements of the program by working on weekends and during vacation periods (including summer months) if the organization or institution in which they work is operating at those times.

"By the time the kids get out of school in the afternoon, some commu-

nity organizations already have shut down," said Ellen Mancini, program coordinator at Brewster High School. Still other agencies may be closed or nearing the end of their day by the time students get home and are able to arrange transportation to their work site.

Brewster and Valley Regional High Schools serve large areas that are part suburban, part rural. Public transportation is virtually nonexistent, and school buses do not provide transportation for student volunteers. It is up to the students, therefore, to make their own arrangements for getting to and from the work place. If a student does not have a driver's license (and most ninth and tenth-graders do not) or does not have access to a car, he or she may have difficulty getting to a community agency unless it is within walking distance. This particular problem is a major reason why so many student volunteers work as office aides or tutors in the high school itself.

Mancini at Brewster and Dee Phillips, coordinator at Hudson High School, said some students work at elementary schools that are close by the high school. Sometimes a student can walk to a nearby elementary school and put in his time during a study hall; in other cases, the high school day ends before the elementary school closes and the student volunteer is able to spend an hour or so at the elementary school after completing classes.

Just as transportation to the work site is a particular problem for underclassmen, so is lack of maturity—or it may be. Richard Zuraw, program coordinator at Valley Regional, said some ninth and tenth-graders (and occasionally an upperclassman as well) lack maturity. Therefore, he said, it is necessary to be very careful about the kind of placement given an underclassman. Some freshmen and sophomores have to be counseled out of the program because of immaturity. Many of the programs have found that ninth-graders work best as office aides in the high school or at another nearby school. There, they are apt to get the supervision many need at that age. Since students are never locked into a particular work situation, these boys and girls may volunteer in the community as they grow older and more mature.

All of these programs have merit, and the Hudson High School program in particular draws well from the student body. Yet, if one argues (and we and many others do) that community/school volunteer service is crucial to achieving the goal of preparing young people for effective adulthood, then

perhaps it should not be classified as an extracurricular activity on the same level as sports, cheerleading, or the French Club.

Furthermore, if many students are attracted to the service program because a friend is in it, it is terribly unfortunate that many students perhaps never consider a commitment to service and never profit from the experience because they have no friend in the program. It seems equally unfortunate that another sizeable group of students who might be interested in their school's service program cannot participate because they already are overextended in after-school clubs.

One of the attributes of a voluntary service program may be, as those who support this concept contend, that those who sign up will be the dedicated, enthusiastic young people who will make the most of their commitment. But just as a good teacher can make a required American history course an exciting and worthwhile experience for a large number of students, many of whom were not the least bit interested in the subject at the start of the term, an excellent service program can benefit students who would not think to join on their own.

CHAPTER V

Case Studies: They Also Serve Who Are Required To

ALTHOUGH REQUIRED community service programs presently are few in number, as we have indicated before, they may be the way of the future. Los Angeles and Brewster, among the four elective programs we visited, are even now considering a required program.

The programs we visited that require high school students to spend a significant number of hours as unpaid workers in the vineyards of school or community in order to graduate are: Atlanta Public Schools; Banneker High School, Washington, DC; Detroit Public Schools; and South Brunswick Public Schools, South Brunswick, NJ. (We are not including here Greenwich, Connecticut, which has a very limited requirement.)

As we did for the schools that have elective programs, we will examine the districts under these headings: *Organization*, *Orientation*, *Placement*, *Supervision*, *Credits*, and *Problems*. We leave out *Recruitment* for obvious reasons.

Organization. It should come as no surprise that the four programs differ from each other, sometimes markedly so.

The Atlanta Community Service Requirement was effective with the class of 1988, and requires high school students to complete 75 hours of volunteer service in school offices or community agencies by the end of their junior year. Altruism is stressed. In addition to performing volunteer service after school, on weekends, or during the summer months, students also must write a 500-word composition based on their experiences. The Community Service Requirement is listed as a course in the curriculum, and students receive a grade of pass or fail.

Banneker High School is the only high school in Washington that has a required community service program. It is called the Community Laboratory Project. According to Cecile Middleton, assistant to the superintendent and the originator of the project when she was Banneker's principal four years ago, the program seems destined not to get out of the Banneker "lab" and into other district high schools. The major reason the program may not be duplicated elsewhere in the city is the fear it would not receive the kind of support at all schools that it enjoys at Banneker.

Banneker is a magnet school for bright students, and its curriculum is tougher than that at other schools (an additional four and one-half credits are prescribed for graduation, and the requirements and standards in all basic academic subjects are more demanding). Students take part in the laboratory project all four years of high school and must devote at least one afternoon a week to volunteer service (this requirement can be satisfied on weekends). As in Atlanta, altruistic service is stressed; however, outside sites include organizations and institutions that provide more career orientation than opportunities to serve people.

In Detroit, the program is called the Outside-of-Class Learning Experience, and students must complete 200 hours of *paid or voluntary* work outside of school. Altruism is not as much emphasized as in the other programs; students are simply urged to gain experience that is "consistent with . . . individual educational and career goals." Whereas Atlanta and Banneker are fairly strict about the kinds of outside activities students can engage in for service credit, the Detroit program is much less rigid. For example, a Detroit high school student who takes part in a walkathon for some worthy cause can have his/her time certified and count it toward the 200 hours. Time spent in a political campaign also counts, according to John Aldrich, facilitator at Northern High School. (The term facilitator is a carry-over from an earlier time when eight high schools in the city, including Northern, were involved in an experimental program. Aldrich now oversees a host of activities sponsored by the school.) "Very often, volunteering in Detroit is linked to political groups," Aldrich said. Students enrolled in the national Junior Achievement program also may count time devoted to Junior Achievement projects as part of their graduation requirement. Detroit students do not have to write a report or essay concerning their experience.

South Brunswick's Community Involvement Personal Educational Development (CIPED) program predates all the other programs visited (and probably most public school programs in the country). The program, which tries to balance career-oriented and altruistic service, was started in 1973 for reasons that had nothing to do with either bent. In that year, South Brunswick High School, which was originally built to hold 1,000 students, had an enrollment that was 250 over capacity. District officials were considering placing students on double sessions, a fairly standard solution to such a problem. But Superintendent of Schools James Kimple is a very nonstandard school administrator, and he began to wonder whether the overcrowding problem could be solved on the one hand and students could be given a broader educational experience on the other hand in one fell swoop. The result of his cogitation was CIPED. At the time, it meant that on each school day one-fifth of students in all four grades (approximately 250 students) were out of the school building, having been bused to community service sites, outdoor education training, or various kinds of internships. The focus was not (and still isn't) strictly on community service. The concept was built on John Dewey's philosophy of learning by doing, according to Mary Ann Horenstein, CIPED chairperson.

Today, the South Brunswick program has shrunk because the high school building has been expanded and the need to have so many students out of classrooms every day no longer exists. Now it is required only of juniors (although seniors may continue to participate). Students in the program still spend one day a week out of school as volunteers at a work site or in an outdoor education project. (South Brunswick's program is one of a few in the country where students are engaged in unpaid work during school hours.)

The CIPED program's goals are "to learn about careers, to provide a service, and to develop special interests." Because of these varied goals, students can spend their one day a week working as a volunteer in a hospital or day care center, or in the office of a business or professional person.

Orientation. All programs provide some kind of orientation. In Atlanta, a student-produced videotape about the program is shown to all ninth-graders. Their parents also are invited to the showing. At one point in the film, a teacher-advisor tells a group of students they should want to

give back to the community because the community has given to them. Most of the work sites also provide orientation. For example, Grady Hospital shows students a film that provides an overview of what goes on in the institution; students also are taken on a tour of the hospital and given a handbook. Camilla Pope, coordinator of volunteer services for the Child Abuse Council, sits down with students to describe the nature of the Council's work and how their behind-the-scenes work benefits residents of the community. She also tells student workers what is required of them (to be at work on time, to be neatly dressed, to treat fellow workers and the public courteously, and so on). Pope even speaks to parents of students, advising them what their children will be doing, what their hours will be, how they should be dressed, and what bus they might take to get to the Council's office.

When a student enrolls at Banneker, the student and at least one parent are required to attend a general school orientation session. As part of that session, the community service program is described. "We tell them that we want the students to be good citizens," said Vernita L. Jefferson, coordinator of the project. "We also tell them that students will get an understanding of the world of work and that the experience will be good for college."

A school's principal and counselors are responsible for orientation in Detroit. Again, an attempt is made to explain the community service program to parents.

Because the South Brunswick program is restricted mostly to juniors, initial orientation takes place with sophomores. As sophomores, students are able to look through a list of some 500 sponsors in the area (New Jersey's midsection), and they attend workshops where they can learn about career fields and opportunities for service. They make their interests known prior to starting their junior year. Each student receives a handbook called "Your 5th Day."

All program coordinators/advisors are very careful to try to match an individual student's interest, abilities, and maturity level with a job situation. This usually requires individual counseling, although the work of coordinators/advisors is made easier because students generally complete a form that indicates the kinds of work situations in which they might be interested.

Placement. Each program we visited had a list of possible job sites. In most cases, the listed community agencies and schools have been contacted personally by program coordinators to determine what work opportunities are available, what student volunteers would do, who would supervise their work, and what requirements and standards the sponsoring agency or school might have. School officials obtain information about community groups and organizations by having those agencies fill out a form in which they list possible assignments they have for volunteers (just as students state on a separate form the kinds of tasks they are interested in). The form used by community groups in Atlanta is presented as Exhibit 2.

Students generally are responsible for making their own arrangements with a cooperating community agency or school. However, they must inform school advisors immediately after taking a position.

Service program coordinators generally will accept as a bona fide placement a volunteer position that a student has taken prior to participating in the program. For example, a student may become a volunteer worker in a hospital, day care center, church, or community organization prior to being required by the school to make a selection. Ordinarily, these students are permitted to continue in their job situation unless they choose another task.

Because no student is required to stay in one position to complete a service requirement, it is not uncommon for students to be involved with several different settings. Even in the South Brunswick program, which is limited to the junior year, a student may opt for a more altruistic service experience in the first semester (such as volunteering at a nursing home) and choosing something more career-oriented in the second (such as working for a real estate agent).

As we have indicated before, it is not uncommon, when community service is spread over four high school years, for ninth and tenth-graders to begin as office aides in the high school and in nearby middle or elementary schools. In the junior and senior years their chosen placement (encouraged by their school advisor) likely will be in a community agency where the work is more complex and where they are given more responsibility.

Supervision. In citywide programs such as those in Atlanta and Detroit, overall responsibility for the community service program is vested in

EXHIBIT 2

ATLANTA PUBLIC SCHOOLS
COMMUNITY SERVICE REQUIREMENT
AGENCY PARTICIPATION INFORMATION

NAME OF AGENCY OR ORGANIZATION _____

ADDRESS _____

TELEPHONE NO. _____

Type of Volunteer Service needed. Please describe: _____

_____

_____

_____

_____

Number of Volunteers needed ____

Indicate days Volunteers needed: _____

Hours of day Volunteers are needed: From _____ to _____

Person at site who will supervise Volunteers: _____

_____

_____
Signature

_____
Position with agency or organization

_____
Date

* *

FOR ATLANTA PUBLIC SCHOOLS' USE ONLY

Approved as a participating agency or organization in the Atlanta Public Schools Community Service Requirement.

_____
Signature Date

PLEASE RETURN THIS FORM TO: Atlanta Public Schools, Planning and Expanded Services, 2960 Forrest Hill Drive, S.W., Atlanta, Georgia 30315

officials of the central administration. In fact, as Figure 2 indicates, community agencies that wish to participate in the Atlanta program list their needs on a form that is sent to the central office of Planning and Expanded Services, not to individual high schools.

However, even in the very large programs, responsibility for running

the program on a day-to-day basis is left to school coordinators/advisors. Bessie McLemore, principal of Fulton High School in Atlanta, said she had some serious reservations about the program when it was first announced. "I worried about what my responsibility for the students would be," she said, particularly if students were fulfilling their service obligation on a weekend or during the summer months when she might be out of town. She said she was relieved when she found out that each school would designate one or more persons to coordinate job placement, that the central office would take overall responsibility for students, and that community organizations would carefully supervise student volunteers working for them.

In all four programs we visited, school coordinators are responsible for helping students get placed by matching student interests with job openings, and they maintain records on each student (reports of hours worked, employer or sponsor evaluations, credits awarded, and so on). But personnel of the community organization or school where the student is working are responsible for on-the-job supervision.

At South Brunswick High School, a staff of three persons (who have other duties in addition to supervision of the CIPED program) try to meet at least once with each student and "sponsor" at the job site. Also, during each quarter the staff schedules small group meetings with students in the program. Mary Ann Horenstein, chairperson of CIPED, calls the meetings debriefing sessions. At these sessions, students talk about the work they are doing and any problems they are having (the most likely one being poor communication between "sponsor" and student). Students must keep a journal about their experience, and the staff may discuss with students what they have recorded during the weeks between sessions.

Credits. Students in Atlanta who complete their 75 hours of service and turn in an essay as required by the program receive a passing grade and are awarded one-half unit of credit. A student in the Banneker program can earn a total of one and one-half Carnegie units, a quarter credit in each of the first two years and a half credit in each of the last two years of high school.

Detroit's Outside-of-Class Learning Experience offers 10 credit hours toward the 200 credit hours required for graduation when a student suc-

cessfully completes the 200 clock hours of "paid or voluntary" service. The CIPED program in South Brunswick awards a pass-fail grade, which is based on a student's log, job sponsor evaluations, and the report of hours worked. Students receive credit on the same basis as they do for completing any other school course.

Problems. In an elective community service program, students enroll because they want to (or at least because they *think* they want to), and their parents are generally supportive. If parents weren't supportive, the students probably would not sign up in the first place, or would pull out before getting too far along in the program. Consequently, while it is always desirable to have parental support, it is less crucial to an elective program than it is to a required program, where students are involved whether or not they and their parents want them to be. Most of the required programs we examined have reported grumbling from parents. It is why, as we reported under *Orientation*, districts make such an effort to inform parents about the program.

The problem, according to the program coordinators we talked with, is that some parents of students (and other community residents as well) are not convinced that after-school work, especially when it is volunteer labor, is a worthwhile educational activity. When the program in Atlanta was first announced, some parents accused the school system of "indenturing" students, said Barbara I. Whitaker, assistant superintendent for planning and expanded services. The attitude has abated since then, she said, largely because of the district's efforts to inform parents through brochures and orientation sessions. Whitaker quickly pointed out that school systems are largely to blame for the attitude of parents because many administrators and teachers believe schools have a monopoly on education and are not convinced that truly important learning takes place outside of school in such places as a hospital emergency room or a nursing home dining room.

Parental support for the CIPED program in South Brunswick has actually declined since the program began more than 12 years ago. In the early seventies, chairperson Mary Ann Horenstein said, society in general was more sympathetic to the notion that out-of-class experiences in the community helped develop a person's human and humane qualities—qualities that might not necessarily help a person succeed in college or on

the job, but would help one succeed at living a good life. Society and, consequently, parents of school children have become more conservative, said Horenstein, and are more convinced than ever that "kids learn by sitting in the classroom." The CIPED program each year surveys students, parents, and sponsors (employers), and each group is asked to offer suggestions and opinions. Responses from some of the parents in 1985 are: "I have been suggesting cancellation of [the] CIPED program for the last five years. You people [are] still wasting kids' precious time for nothing." "I feel the students need all the time they can get in school, and any work they do they should be able to receive monetary compensation for. Our country is becoming very scientific, and book knowledge is of the utmost importance." "I suppose it would be beneficial for those students who have a hard time finding employment and need the experience to back them up. I personally feel they need the day for school and not CIPED."

While the majority of parents had favorable comments about the program and its benefits to their children, Horenstein believes that more parents feel like those quoted above than was the case five or ten years ago. Naturally, the problem of parental resentment or indifference is more acute in South Brunswick because it is one of the few programs in which students work out of school during regular school time (although students involved in CIPED still receive a full academic program).

A second problem, reported particularly by the city programs, is to overcome many students' lack of work experience and especially their lack of appreciation for unpaid work. None of the students questioned in Atlanta, Detroit, and Washington reported that a parent had ever been a volunteer. In some cases, parents had no job of any kind. "Most people think they should get paid for whatever they do," said Bessie McLemore, principal of the Fulton High School in Atlanta. Gail Nordmore, who oversees the service program in Detroit, said, "Most students have no concept of volunteering. They see no benefit if there is no money."

Brynda J. Whitted, director of the Therapeutic Child Life Program at Howard University Hospital in Washington, said one of her main goals is to "improve the self-image" of student volunteers. "Many young people don't get praise at home. I try to talk up their talents, even their good looks, because many kids don't appreciate [what they have and what they are]. We want kids to like themselves."

Another problem, mainly in the cities, is the fear that students might be harmed going to and from their after-school assignments. Often, students are placed at sites throughout the city, and they must get there the best way they can—usually by public transportation or by walking. "We don't encourage kids to go [to job sites] after school in the winter because it gets dark so early," said Christine H. Barnes, staff member in the Atlanta Public Schools Planning and Expanded Services Division; "one incident could queer the whole thing." It should be noted that none of the city coordinators reported any incidents in which students had been injured in accidents or had been victims of street crime.

If, as we suspect and have so stated, many schools reject a required service program because of the anticipated work involved in establishing and maintaining it, the experiences of Banneker High School and the city of Atlanta in particular may allay some misgivings. The major responsibility of school personnel is to draft a list of sites (agencies, organizations, other schools) where students may experience interesting and, it is hoped, rewarding work. School personnel must then maintain communication with responsible people at those sites, but it is not up to school personnel to supervise students' work, and the processing of necessary reporting forms, while regular in nature, is not overwhelming. This is so because the schools have kept the forms simple. If more districts were to use student volunteers for much of this work, which is what was proposed by the Carnegie Foundation in *High School* and what is actually practiced to a large degree in Hudson High School in Ohio, the responsibilities and duties of school personnel would be even less time-consuming.

Another reason some districts may steer away from a required program is to avoid complaints from parents. It seems perfectly natural to expect more feedback from parents when the program enrolls all students instead of a few who presumably already have their parents' consent if not support. As we have reported, criticisms from parents can be greatly reduced if, at the start, the district provides a thorough orientation for them. This means more than a news release to the newspaper or a flyer that provides only the scantiest details. It primarily means there should be school or neighborhood meetings where all aspects of the program are explained carefully to parents and students alike.

CHAPTER VI

Starting or Improving a Program

ON THE BASIS of what we have learned in our inquiry into service programs, what advice can be offered to schools considering development of such programs?

It is critical, of course, that they first have clear ideas about the objectives and the nature of the program. Is it to be required or voluntary? Is the emphasis to be more toward altruism or career exploration?

Here are some particularly important questions to ask as the decision is considered:

- How compatible are the goals and anticipated benefits of unpaid service with the goals and anticipated benefits of basic education? Or, as Fred Newmann pointed out, is a service program important because its goals and anticipated benefits are so different from those traditional goals of education?
- Are the lessons to be learned from volunteer service in school and community as important to students as lessons to be learned from required courses in the curriculum?
- If an elective program is being considered, will students join if the emphasis is on altruistic service rather than career exploration?
- Should volunteer service, whether required or optional, be *strictly* altruistic in nature to capture the full spirit of the concept, leaving career-oriented activity for some other internship program?
- If volunteer service is important to the complete development of young people, particularly if it is required for graduation,

should students be given time during normal school hours to fulfill their service requirements? Or would the program mean more to students if it demanded greater effort and some sacrifice from them after school and possibly on weekends and during vacation periods?

The district or school should make sure it has the full backing of the school board, superintendent and, particularly, the high school principal(s).

Every high school principal we talked with was very enthusiastic about the program, believing it was important to the complete education of young people. All program coordinators/advisors were firmly convinced that neither their program nor any other could succeed without the full backing of the school board, central administration, and school principal. This strong support is especially critical if the program is required for graduation because, as we have already shown, there may be a vocal, if small, group of parents in opposition. "The administration has to be all for it," said Mary Ann Horenstein in South Brunswick, "because they may take a lot of guff." Her theory (often borne out) is that a school board or central administration that is lukewarm about community service is likely to back off fairly quickly in the face of the least amount of parental hostility, even when such hostility may be due to a lack of understanding about the program's goals and potential benefits.

The district or school also must gain the support of the high school faculty. Although no one said it just this way, we inferred that a major reason why so few community service programs are tied to the curriculum is because the faculty either was never approached (perhaps out of fear of their reaction) or because the faculty rejected the involvement as just one more addition to an otherwise heavy load. (Educators' reference to teacher load may explain why some teachers find their work more of an unpleasant burden than a challenge that is sometimes burdensome and wearying but is many times rewarding and invigorating, but we digress.)

All the coordinators we talked to said it is important to get the support, if not the involvement of faculty members. For one thing, it may be necessary to convince teachers that worthwhile learning can take place outside their classrooms.

Some coordinators of the elective programs pointed out that teachers who are sympathetic toward the community service program and who also are fully informed about it—can help recruit students for the program by making favorable comments about it either at the same time a student recruiter speaks to the class or at other times.

If any connection is to be made to the curriculum at all, such as grading students' essays or logs, appropriate faculty members should be asked to be a part of the *initial* planning and design of this portion of the program.

Capable coordinators need to be appointed. Most existing programs rely on a small number of persons who generally perform many other duties in the system in addition to working for the service program. The Hudson High School program in Ohio, which is quite ambitious (300 students), is supervised by one community volunteer who also is a part-time teacher. Basically, however, the program is run by students, who do their job exceptionally well.

Obviously, a program required of all students will need more advisors than an elective program in which only a portion of the student body takes part. But, even in Atlanta and Detroit, schools ordinarily have not had to hire additional persons to coordinate the program at the school level. School personnel are *not* required to supervise students when they are on the job.

What makes an effective advisor?

The coordinator should believe in the program and its goals; should be able to communicate effectively with students and their parents, school administrators and faculty members, and representatives of community groups; and should have sufficient resolve so that students or employers who abuse the program in any way are dealt with quickly and firmly.

The district or school needs to provide office assistance for the coordinators. Either a full-time or part-time secretary should be assigned to the program coordinator(s). The coordinators/advisors use their time best by counseling with students, meeting with employers (sponsors/mentors), and filing the necessary reports. A secretary can be helpful by distributing necessary forms, tabulating and organizing responses to evaluation forms from employers, responding to inquiries on the telephone, and preparing necessary public accounting reports.

The needs of the schools and community should be surveyed. If a service

program is going to be of real service, the school(s) must have a pretty good idea of what kinds of volunteer help are needed by community agencies and the schools themselves. Robert Randall, social studies teacher at Greenwich, Connecticut High School, said he and other faculty members who decided to make community service a required segment of the school's Contemporary America course, had no idea when they started where students might be best placed in the community. He contacted the county Voluntary Action Center, a branch of a state agency. The Center, which was "elated" by the whole idea, assigned someone to be a liaison with the High School. That person proved to be invaluable in making contacts with area organizations and institutions that could make good use of volunteers.

A questionnaire can be sent to schools and community agencies, asking them to describe their needs and to state functions that a volunteer student might perform. The coordinator(s), perhaps working with an advisory committee that might include the principal(s), parents, teachers, and students, could then decide on those prospects that seemed most worthwhile.

In Los Angeles, students at each school involved in the Youth Community Service program are responsible for conducting a needs assessment in their neighborhood. Conducting a needs assessment usually means sending students house to house with a questionnaire. Figure 3 reproduces the general survey instrument used by the YCS.

Sufficient service opportunities need to be provided to give students a number of choices and to avoid an oversupply of students at a few sites.

No hard-and-fast rule applies here, but a number of service opportunities should be considered in at least each of these categories: care (short-term and long-term), education, health, recreation, rehabilitation (physical, mental and spiritual), and welfare. Consideration naturally must be given to public and private organizations and institutions.

Remember, male and female students do not always want to serve in the same kinds of situations. If the program is overloaded with positions in hospitals, nursing homes, day care centers, and the like, many boys, we found, will feel left out. Boys can be attracted more clearly to such service opportunities as may be offered by a volunteer fire department or ambulance corps, safe driving project, transportation of older citizens, and sports activities sponsored by such organizations as Boys Club, Police Athletic League, and municipal recreation department.

EXHIBIT 3

Youth Community Service
Needs Assessment

GENERAL SURVEY

Identify respondent:
___ School Personnel
___ Student (circle grade: 10,11,12)
___ Community member
___ Other _____

Age Range
___ 15-20
___ 21-35
___ 36-50
___ over 50

___ Male
___ Female

1. Place a check mark next to the items you believe are community problems in each of the categories below.

2. Circle the 3 specific items you believe are most important.

3. What do you think students can do to help change these conditions? (Please write your suggestions below.)

EDUCATION ___ High student dropout rate ___ Overcrowded schools ___ Need for quality teachers ___ Other _____	
HEALTH ___ Teenage pregnancies ___ Substance abuse (drugs, alcohol) ___ Emotional problems ___ Other _____	
LAW ENFORCEMENT ___ Gang activity ___ High crime rate ___ Vandalism/Graffiti ___ Other _____	
SOCIAL SCIENCES ___ Lack of quality child care ___ Lack of services for seniors ___ Lack of available health care ___ Other _____	
RECREATION ___ Lack of programs ___ Lack of supervision in parks ___ Other _____	
EMPLOYMENT ___ Lack of job opportunities ___ High unemployment rates for youths ___ Inadequate job training/re-training ___ Other _____	
CULTURAL ___ Conflict between ethnic groups within the community ___ Lack of knowledge about ethnic groups within the community ___ Other _____	

Also, students should be able to spend sufficient time at one site so their service is productive for them and for the organization or institution for which they are working. A student working somewhere for only one hour a week after school is not likely to be given enough duties and responsibilities to make the experience meaningful. Several employers/sponsors with whom we spoke said they prefer students to serve at least three hours at a stretch. This may indicate the need either to encourage more students to volunteer their time on weekends and vacations or to set aside time during a school day (perhaps an entire afternoon) when students can perform their service.

The district or school should create or borrow from other districts the forms necessary to operate the program efficiently. These forms, some of which already have been referred to, include those that serve the following purposes: parental approval, student interest, sponsor needs and available work opportunities, weekly reports from sponsors on hours students work, evaluations from sponsors, guidelines for writing required essays or logs, and insurance.

Speaking of insurance, if the school system has no existing policy covering students who work out of school as part of a school-approved program, it may wish to contact the Life Insurance Company of North America in Philadelphia concerning its Volunteer Insurance Service Policy. Hudson High School in Ohio, for example, has such a policy. Michael A. McDonnell, principal, also recommends contacting the Volunteer Insurance Service Association at 4200 Wisconsin Avenue, NW, Washington, DC 20016.

If the service program is elective, the district or school must mount a well-conceived, ongoing recruiting effort. One high school we visited, which had an enrollment of more than 900, recruited only 50 students for the program in 1984–85, and only 35 put in enough time to receive credit. The principal and coordinator were disappointed.

The elective programs that are most successful at recruiting include a number of activities as part of their effort to inform and attract students. These include "veterans" of the program talking to homerooms and social studies classes, more than one general session or assembly to which all students are invited, posters throughout the school, fliers distributed to stu-

dents (and sometimes sent home to parents), and articles and notices in the school newspaper.

The successful programs also tend to maintain the recruiting effort for most of the school year, permitting students to join at any time. A recruiting effort that is exhausted after the first few weeks of the school year probably will not attract the number of students desired.

A recruiting effort can appeal to students in a variety of ways (depending in part on the nature of the program adopted). Here are a few of those ways:

- Appeal to students' desire to help someone else and feel the satisfaction that comes from such service.
- Advise students that such service is seriously considered by many college admissions officials.
- Advise students that even when performing altruistic service, they can gain knowledge and experience in a career field.
- Tell students who the current members are. Students often are attracted by persons whom they know and look up to.
- Inform students they may earn credits (if available).

Incidentally, Hudson High School gives each student who contributes time to the service program a handsome certificate (Exhibit 4).

Finally, whether the program is required or elective, students and their parents should be fully oriented. Some of the better orientation programs operated by the schools themselves include group and individual orientation sessions.

At group sessions, an audiovisual presentation about the program might be used, and veterans of the program and representatives from some agencies might speak. A handbook that includes all the various forms required by the program should be distributed.

At individual sessions, the coordinator/advisor should answer each student's questions and, using a completed interest form, counsel the student about placement.

Coordinators should inquire about and encourage group and individual orientation sessions at the work sites where students are placed. If some organizations and institutions do not have an orientation plan, consider

EXHIBIT 4

Hudson High School Student Volunteer Program

This certificate is presented to

_____

In recognition of valuable volunteer service to the Hudson Schools and the Hudson Community for the school year _____
Our best wishes and sincere thanks accompany this certificate of appreciation.

_____
Principal

_____
Coordinator

working up one that is based on practices of some group (such as a hospital) that has a good orientation program for volunteers.

Some of the points that should be stressed during orientation are as follows:

- Students should be on time for work. Volunteers are expected to be as prompt as paid employees.
- Students should notify their work supervisor if they will be absent because of illness. We talked to some employers and sponsors who were very upset with students who failed to show up when they were supposed to. Employers and spon-

sors come to depend as much on volunteer help as they do on paid workers.

- Students should go to their job sites dressed appropriately and always be neat and clean.
- Students should complete all forms for which they are responsible and submit them when required.

Coordinators and on-site work supervisors also can help students (and their parents) by advising them on such matters as transportation routes to the job site, the exact hours the student will work, and problems that might be encountered. For example, a student might be advised about any unusual behavior that might be encountered from some residents of a nursing home. Or a student might be told that a certain person at the work site may appear to be overly strict—perhaps even unfriendly—but that this attitude does not accurately reflect the person's opinion of the student's work.

While all of the preceding suggestions are valuable, the most important observation—and it should come as no surprise—is that a successful service program may not be possible (certainly it is not probable) without genuine commitment on the part of the high school principal. This is true whether the program is required or strictly voluntary, whether it is entirely or mostly altruistic in nature, or whether it is primarily career-oriented.

How do principals become committed? Principals need to be assured that the program will be of real value to their students, will be a credit to their school, and will not add greatly to the workload of staff, faculty, or themselves.

Can principals be so assured? Well, it is never possible to give guarantees in matters such as this, but we believe that all of the preceding pages unquestionably point to the conclusion that students' volunteer service in the community benefits those students. It is indeed hard to conceive of students discovering through any other school-related activity the kind or level of satisfaction and fulfillment that are the consistent rewards of helping those who need and appreciate that help.

As to whether a service program will bring credit to the school, we submit as evidence portions of a letter received by the Hudson High School

Student Volunteer Program in Ohio from a woman who had called the school to "hire" a student to mow the lawn while her husband recuperated from a back ailment. "Within a half hour [after placing the call] I was assured that a young man would be at my house to do the job after football practice," wrote the woman. "When he arrived, he was friendly, courteous and efficient, and also firm in his refusal to accept the monetary gift we offered him for his effort. If [this student] is an example of the calibre of the members of your organization, you can certainly be very proud of them. They are doing an excellent service for the community as well as presenting a very positive image of teenagers. We were very grateful for the help we received and will be telling our friends about the worthwhile activities of this fine group of young people."

We cannot judge, of course, what is too much extra work for an individual school and its staff, but on the basis of what we learned from our visits to nine school districts we can assert that the extra work involved in initiating and running a service program should not overtax the existing staff and faculty of any school nor put a strain on the school's budget. Most high school programs are supervised by persons who also devote part of their time to other duties, such as counseling.

While the program coordinators we talked with were busy people, none complained that the work was more than they could handle effectively and efficiently. The most extensive voluntary program we studied, the one at Hudson High School serving approximately 300 students, is supervised by a part-time volunteer from the community. The reason that is possible and the reason the principal and other staff personnel have no primary supervisory responsibilities or duties is that the program is run very capably by the students themselves. As we have said before, we recommend again that high schools allow students, for the most part, to organize and operate the service program.

Even if schools develop closer ties between the service program and the curriculum, perhaps along the lines suggested by Fred Newmann at the University of Wisconsin, the demands upon teachers would not be that much greater. Most teachers of social studies and English already conduct classroom discussions regularly, and we do not believe they would feel put upon if they were to focus some of these discussions on the experiences of students performing community service and help students view these ex-

periences in a broader context. We believe, in fact, that there would be enormous benefit to classroom learning if teachers capitalized on the volunteer experience of the students. In Los Angeles, where an attempt is being made to involve English teachers, program coordinators are not asking teachers to invent new tasks specifically for student volunteers, but suggest, for example, that teachers give an essay on community service the same status as an essay on some other subject as fullfillment of an assignment.

Our survey of high schools showed that in 61 percent of the programs students spend less than 100 hours in service during their four years of high school. In the book *High School*, the Carnegie Foundation advocated a minimum of 120 hours "in order to qualify for one Carnegie service unit." We would not only reaffirm that recommendation, but now add that, in many cases, students would gain more from their community service if they performed that service on weekends or during the summer. While some students adequately fulfill the needs of their host organization or institution and derive the utmost personal benefit from their experience by working an hour or two after school, we discovered that a number of community groups would prefer that students work at least 3 to 5 hours steadily or several days in a row. When organizations and institutions can depend on a student's contribution being more than a short spurt now and then, usually it enables them to give the student more important and productive work to perform.

In *High School*, The Carnegie Foundation said the goal of the new Carnegie unit it proposed "would be to help students see that they are not only autonomous individuals but also members of a larger community to which they are accountable." In Chapter I of this report we quote James Kielsmeier at the University of Minnesota as saying that community service helps young people "recognize that giving is a part of the democratic compact." And Kielsmeier's colleague, Diane Hedin, went so far as to suggest that community service may be, after all, "what citizenship is all about—acting in a decent way toward people who live where we live."

If even only one of these statements is correct, and we believe all of them to be, then we submit that the American people and American educators should agree that a community service program is a particularly construc-

tive way to satisfy public education's most vital and sacred mission: to prepare young people to become the kinds of adult citizens the nation can rely on, not only to safeguard the values and accomplishments of the past, but also to shape a future society in which those most cherished values are even more vigorously affirmed and lived.

APPENDIX A

Survey of Four-Year Public and Private High Schools

COMMUNITY SERVICE BY STUDENTS CONDUCTED IN THE FALL OF 1985

Number of questionnaries mailed: 5,500

Number of questionnaires returned: 1,103

The following tabulation of responses is for public high schools *only*. All figures are percentages unless otherwise noted.

Q.1 Does your school have a program wherein students spend some time on in-school or out-of-school service projects?

Yes:	70
No:	30

(Q.2 through Q.11 were answered only by those who answered yes to Q.1)

Q.2 Is the program voluntary or compulsory?

Voluntary:	80
Compulsory:	20

Q.3 If the program is voluntary, approximately what percentage of eligible students participate?

Less than 5	21
5-10	40

11-15	7
16-20	7
21-25	6
More than 25	19

Q.4 What percentage of all students in the program serve in-school and what percentage serve out-of-school?

65 percent of the respondents said more than 50 percent of the students in their program served in-school

Q.5 Are students placed in situations designed primarily for altruistic service, or in situations designed primarily for career orientation?

Primarily for altruistic service:	80
Primarily for career orientation:	20

Q.6 How much time does a student in the program spend on service projects during his/her high school years?

0-49 hours:	37
50-99 hours:	24
100-199 hours:	26
200-399 hours:	10
400 hours or more:	3

Q.7 How many years are students involved in the program?

Four:	32
Three:	13
Two:	30
One:	25

Q.8 Do students receive academic credit for their participation?

Yes:	46
No:	54

Q.9 If yes, how much credit do they receive?

5 credits per year or more:	17
Less than 5 credits per year:	83

Q.10 How long has your service program been in effect?

More than 3 years:	77
2-3 years:	10
1-2 years:	11
Less than 1 year:	2

Q.11 How many professional persons supervise the program?

Three or more full-time:	8
Two full-time:	7
One full-time:	28
Three or more part-time:	13
Two part-time:	11
One part-time:	33

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